

Message Text

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C O N F I D E N T I A L SECTION 1 OF 2 TOKYO 1425

E.O. 11652: GDS

TAGS: AFSP

SUBJECT: EMBASSY TASK FORCE STUDY ON LANGUAGE AND AREA

TRAINING: CONCLUSIONS AND RECOMMENDATIONS

I. INTRODUCTION

1. THE FOREIGN SERVICE INSPECTORS' REPORT OF JUNE 29, 1973 RECOMMENDED THAT, "THE FOREIGN SERVICE INSTITUTE AND THE OFFICE OF PERSONNEL IN COORDINATION WITH THE REGIONAL BUREAU SHOULD REVIEW THE REQUIREMENTS FOR A JAPANESE LANGUAGE-AND-AREA STUDIES, BASED ON AN 8 TO 10 YEAR PROSPECT, TAKING INTO FULL CONSIDERATION ANTICIPATED CHANGES IN PRIORITIES AND OBJECTIVES WHICH WOULD AFFECT MISSION STAFFING, AND DEVELOP A TRAINING PROGRAM WHICH WILL MEET THE NEEDS OF THE DEPARTMENT AT A MORE REALISTIC COST THAN AT PRESENT."

2. IN AN EFFORT TO CONTRIBUTE TO SUCH A STUDY, THE EMBASSY FORMED IN SEPTEMBER 1973 A LANGUAGE-AND-AREA TRAINING TASK FORCE CHAIRED BY THE DEPUTY CHIEF OF MISSION.

THE MEMBERSHIP OF THIS EIGHT-PERSON TASK FORCE INCLUDED THE DIRECTOR OF THE FSI LANGUAGE AND AREA TRAINING CENTER, YOKOHAMA, THE ADMINISTRATIVE COUNSELOR, PERSONNEL OFFICER, THREE EMBASSY OFFICERS WITH EXTENSIVE JAPANESE LANGUAGE AND AREA EXPERIENCE AND THE ARMY ATTACHE, WHO IS ALSO A JAPANESE LANGUAGE SPECIALIST. THE TASK FORCE MET IN PLENARY SESSIONS APPROXIMATELY EVERY THREE WEEKS DURING

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THE PERIOD SEPTEMBER, 1973 TO ITS FINAL SESSION ON

JANUARY 25, 1974.

II - TASK FORCE OBJECTIVES

3. THE PRINCIPAL OBJECTIVES OF THE TASK FORCE WERE:

A) TO ASSESS THE LANGUAGE REQUIREMENTS OF THE MISSION, TO INCLUDE NOT ONLY STATE AND USIS BUT OTHER U.S. GOVERNMENT AGENCIES IN THE MISSION HAVING MAJOR PROGRAM RESPONSIBILITIES IN JAPAN; B) TO EXAMINE POSSIBILITIES FOR REDUCING THE STUDENT-MAN-YEAR COSTS AT FSI/YOKOHAMA; AND C) TO ASSESS ALTERNATIVE TRAINING PROGRAMS.

III - TASK FORCE CONCLUSIONS

4. THE PRINCIPAL CONCLUSIONS OF THE TASK FORCE ARE AS FOLLOWS:

A) CURRENT AND FUTURE LANGUAGE OFFICER REQUIREMENTS FOR ALL AGENCIES OF THE US GOVERNMENT, INCLUDING STATE AND USIS, HAVING MAJOR PROGRAM RESPONSIBILITIES IN JAPAN ARE FAR GREATER THAN CAN BE MET BY THE EXISTING POOL OF SUCH OFFICERS OR BY THE NUMBER OF OFFICERS NOW BEING TRAINED ANNUALLY IN STATE/USIS AND OTHER AGENCY PROGRAMS. IN THE CASE OF STATE AND USIS, THE NUMBER OF OFFICERS BEING TRAINED IS INSUFFICIENT TO FILL EXISTING LANGUAGE-DESIGNATED POSITIONS. (THE TASK FORCE ESTIMATES THAT TO MEET THIS REQUIREMENT 5-6 STATE AND 3-4 USIS OFFICERS SHOULD RECEIVE ADVANCED TRAINING ANNUALLY.) IN ADDITION, TAKING INTO ACCOUNT ATTRITION RATES (APPROXIMATELY 30 PERCENT FOR STATE AND USIS OVER THE PAST 13 YEARS) AND THE DIFFICULTIES OF OBTAINING QUALIFIED OFFICERS ONCE THEY HAVE LEFT THE JAPAN AREA, THERE IS LIKELY TO BE WITHIN THE NEXT 8-10 YEARS A CRITICAL SHORTAGE OF COMPETENT JAPANESE LANGUAGE OFFICERS TO FILL SENIOR POSITIONS IN THE MISSION.

B) SIGNIFICANT REDUCTIONS IN STUDENT-MAN-YEAR COSTS OF TRAINING AT FIS/YOKOHAMA CAN ONLY BE ACHIEVED BY REDUCING THE TEACHING STAFF AND/OR ELIMINATING THE POSITION OF THE DIRECTOR, AND/OR BY INCREASING THE NUMBER OF STUDENTS.
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SAVINGS IN ADMINISTRATIVE COSTS WHICH MIGHT BE ACHIEVED BY RELOCATING THE FSI/YOKOHAMA FACILITY WITHIN THE CHANCERY IN TOKYO WOULD BE MINIMAL (APPROXIMATELY \$10,000 AT PRESENT COSTS.) IN ANY EVENT SUCH A MOVE COULD NOT BE MADE UNTIL COMPLETION OF THE NEW CHANCERY IN 1976 AND EVEN THEN THERE WOULD BE SPACE LIMITATIONS.

C) SO LONG AS FSI/YOKOHAMA CONTINUES, IT SHOULD BE UNDER

THE DIRECTION OF A PROFESSIONAL LINGUIST. ALTHOUGH THE TASK FORCE BELIEVES THAT THERE SHOULD BE, AS INDICATED IN (A) ABOVE, A SUBSTANTIAL INCREASE IN THE NUMBER OF U.S. GOVERNMENT OFFICERS ENROLLED IN FSI/YOKOHAMA, IT RECOGNIZES THAT SUCH AN INCREASE IS UNLIKELY IN THE SHORT TERM (I.E., NEXT 2-3 YEARS).

D) THE TASK FORCE BELIEVES THAT COST CONSIDERATIONS REQUIRE A STUDENT-TEACHER RATION OF 3:1. (THE TASK FORCE CONSIDERS THAT A HIGHER STUDENT-TEACHER RATIO WOULD SERIOUSLY REDUCE THE EFFECTIVENESS OF THE PROGRAM.) THIS RATION, HOWEVER, PRESUMES GREATER UNIFORMITY IN THE ABILITY OF STUDENTS ENTERING THE FSI/YOKOHAMA PROGRAM AS WELL AS MORE CAREFUL TIMING OF ENTRANCE THAN IS PRESENTLY THE CASE.

E) A PERIOD OF IN-COUNTRY TRAINING IS ESSENTIAL TO ACHIEVE THE LEVEL OF ADVANCED LANGUAGE CAPABILITY REQUIRED FOR PROFESSIONAL USE IN THE MISSION. IN ADDITION, THE TASK FORCE BELIEVES THAT CANDIDATE SELECTION AND PREPARATION FOR ADVANCED TRAINING CAN BEST BE ACHIEVED BY A PROGRAM INVOLVING BEGINNING TRAINING IN FSI/WASHINGTON, FOLLOWED BY ASSIGNMENT TO JAPAN WITH CONTINUED TRAINING ON A PART-TIME BASIS, THEN FINAL SELECTION AND ENTRANCE IN ADVANCED TRAINING (TRAINING-ASSIGNMENT-TRAINING).

F) AFTER REVIEWING ESTABLISHED PRIVATE INSTITUTIONS IN THE TOKYO AREA HAVING PROVEN CAPABILITIES FOR ADVANCED INTENSIVE JAPANESE LANGUAGE TRAINING AND WITH THE POTENTIAL OF MEETING THE EMBASSY'S LINGUISTIC REQUIREMENTS (THE TASK FORCE WAS BLE TO IDENTIFY ONLY FOUR SUCH INSTITUTIONS FROM A TOTAL OF 54 ON THE MINISTRY OF EDUCATION'S LIST OF INSTITUTIONS OFFERING JAPANESE LANGUAGE TRAINING TO FOREIGNERS), THE TASK FORCE CONCLUDED THAT FSI/YOKOHAMA OFFERS THE BEST ADVANCED TRAINING AVAILABLE IN JAPAN IN TERMS
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OF US GOVERNMENT NEEDS. ONE OF THESE FOUR INSTITUTIONS (THE INTER-UNIVERSITY CENTER FOR JAPANESE STUDIES) IS UNWILLING TO ACCEPT U.S. GOVERNMENT OFFICERS AS STUDENTS; TWO (THE TOKYO SCHOOL OF JAPANESE LANGUAGE AND THE ST. JOSEPH'S FRIARY LANGUAGE SCHOOL) DO NOT OFFER PROGRAMS SUFFICIENTLY FOCUSSED ON THE PROFESSIONAL AREAS OF PRIME INTEREST TO STATE AND USIS OR, FOR THAT MATTER, OTHER U.S. GOVERNMENT AGENCIES; AND THE FOURTH (THE BRITISH EMBASSY LANGUAGE SCHOOL) PROBABLY COULD NOT ACCOMMODATE MORE THAN A FEW AMERICAN STUDENTS.

G) THE TASK FORCE CONSIDERED THE POSSIBILITY OF PROVIDING ADVANCED LANGUAGE TRAINING ALONG THE LINES OF THE BRITISH EMBASSY LANGUAGE SCHOOL -- I.E., A HIGHLY INDIVIDUALIZED

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ACTION EA-14

INFO OCT-01 ISO-00 FSI-01 A-01 USIA-15 SIG-04 PER-05

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FM AMEMBASSY TOKYO

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PROGRAM CONSISTING OF TUTORIAL CLASSES ONLY UNDER THE SUPERVISION OF ONE FULL-TIME JAPANESE INSTRUCTOR AND KEYED TO A STANDARD BRITISH HIGHER EXAMINATION (ROUGHLY EQUIVALENT TO S-3, R-3 PLUS). STUDENTS AT THIS SCHOOL ARE ALMOST INVARIABLY YOUNG OFFICERS AT THE BEGINNING OF THEIR PROFESSIONAL CAREERS. BEFORE COMING TO JAPAN, THEY RECEIVE ONE YEAR OF LANGUAGE TRAINING AT SHEFFIELD UNIVERSITY. THE TASK FORCE FEELS THAT SUCH A PROGRAM PROBABLY IS BEST SUITED TO YOUNG, HIGHLY MOTIVATED OFFICERS, AND THAT THE OPERATION OF THE CONE AND THRESHOLD SELECTION SYSTEMS IN THE U.S. FOREIGN SERVICE MAKES IT DIFFICULT TO OBTAIN A SUFFICIENT NUMBER OF OFFICERS ABLE TO BENEFIT FROM TRAINING UNDER THIS SYSTEM. IN ADDITION, THE GREATER THE NUMBER OF STUDENTS IN ADVANCED TRAINING AT ANY ONE TIME THE MORE DIFFICULT IT BECOMES UNDER THE BRITISH SYSTEM TO ENSURE UNIFORMITY OF INSTRUCTION AND ACHIEVEMENT AND TO DEAL WITH

INDIVIDUAL LEARNING PROBLEMS. (CURRENTLY THE BRITISH EMBASSY SCHOOL HAS ONLY THREE STUDENTS.) THE TASK FORCE FELT THAT THESE CONSIDERATIONS ALSO WOULD APPLY TO AN ATTEMPT TO PROVIDE ADVANCED TRAINING ON AN INDIVIDUAL BASIS AT AN ESTABLISHED PRIVATE INSTITUTION IN JAPAN.

IV - TASK FORCE RECOMMENDATIONS

5. THE PRINCIPAL RECOMMENDATIONS OF THE TASK FORCE ARE AS FOLLOWS:

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A. THAT, AFTER THE MAJORITY OF THE CURRENT STUDENT BODY GRADUATES AT THE END OF AUGUST, 1974, THE STAFF OF FSI/YOKOHAMA BE REDUCED TO ACHIEVE A 3:1 STUDENT-TEACHER RATIO. BASED ON A PROJECTED ENROLLMENT OF TWELVE STUDENTS, THE STAFF THEN WOULD CONSIST OF A DIRECTOR, FOUR FULL-TIME TEACHERS, ONE PART-TIME INSTRUCTOR, AND ONE ADMINISTRATIVE CLERK. AT THIS LEVEL STUDENT MAN-YEAR COSTS WOULD BE REDUCED TO APPROXIMATELY \$12,000 FROM THE PRESENT LEVEL OF APPROXIMATELY \$16,000. SHOULD ENROLLMENT EXCEED TWELVE STUDENTS, ADDITIONAL INSTRUCTORS WOULD BE RETAINED AT THE SAME 3:1 RATIO. RETENTION OF ADDITIONAL INSTRUCTORS AT THIS RATIO TO MEET THE NEEDS OF A LARGER STUDENT BODY WOULD NOT INCREASE STUDENT MAN-YEAR COSTS. IN FACT, THESE COSTS WOULD BE REDUCED SOMEWHAT FURTHER SINCE ADMINISTRATIVE COSTS REMAIN CONSTANT.

B. IN ORDER TO REALIZE MAXIMUM EFFICIENCY WITH THIS REDUCED STAFF, THE FOLLOWING STEPS SHOULD BE TAKEN TO MINIMIZE PROBLEMS OF GROUPING STUDENTS IN CLASSES OF COMPARABLE ABILITY:

1) NEW STUDENTS SHOULD BE SCHEDULED TO ENTER THE

SCHOOL ONLY REPEAT ONLY IN MARCH OR SEPTEMBER.

2) EVERY EFFORT SHOULD BE MADE TO GROUP ADMISSIONS IN UNITS OF THREE STUDENTS AT THE SAME LEVEL -- I. E., BEGINNING, INTERMEDIATE OR ADVANCED. (THE TASK FORCE BELIEVES THAT, IDEALLY, ADMISSIONS TO FSI/YOKOHAMA SHOULD BE LIMITED TO STUDENTS WHO HAVE ACHIEVED THE S-2 LEVEL AND THAT AN EFFORT SHOULD BE MADE TO MOVE IN THIS DIRECTION. FOR THE IMMEDIATE FUTURE, HOWEVER, SUCH A LIMITATION PROBABLY WOULD PRECLUDE AGENCIES OTHER THAN STATE/USIA AND OTHER GOVERNMENTS FROM ENTERING STUDENTS IN THE SCHOOL WITH THE RESULT THAT ENROLLMENT MIGHT DROP BELOW TWELVE STUDENTS AND THUS INCREASE MAN-YEAR COSTS.)

C. ASSUMING NEW QUALIFIED INSTRUCTORS ARE AVAILABLE (ON THE BASIS OF ONE TEACHER FOR EVERY THREE ADDITIONAL STUDENTS), THE FIS/YOKOHAMA FACILITY CAN PHYSICALLY ACCOMMODATE UP TO 25 STUDENTS. ON THE BASIS OF ITS ESTIMATE OF MISSION LANGUAGE REQUIREMENTS, THE TASK FORCE

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STRONGLY RECOMMENDS THAT STATE, IN ADDITION TO EXPANDING THE NUMBER OF ITS OFFICERS GIVEN ADVANCED TRAINING, TAKE

THE LEAD IN PERSUADING OTHER GOVERNMENT AGENCIES OF THE IMPORTANCE OF INITIATING OR EXPANDING EXISTING JAPANESE LANGUAGE TRAINING PROGRAMS, OFFERING THE FSI/YOKOHAMA FACILITY ON A SPACE-AVAILABLE BASIS.

D. THE TASK FORCE BELIEVES THAT MOST EFFECTIVE MEANS OF MEETING STATE/USIA AND OTHER U.S. GOVERNMENT AGENCY TRAINING NEEDS IS BY CONTINUING A FORMAL SCHOOL IN JAPAN UNDER FSI AUSPICES. IF, HOWEVER, IT IS DETERMINED THAT THE ABOVE BASIS ARE UNACCEPTABLE, THE TASK FORCE RECOMMENDS THAT THE SCHOOL BE CLOSED AND THAT ADVANCED TRAINING BE PROVIDED AT FSI/WASHINGTON. THE TASK FORCE CONSIDERS THAT THIS COULD BEST BE DONE ON THE FOLLOWING BASIS: INITIAL TRAINING IN FSI/WASHINGTON FOLLOWED BY A STAFF ASSIGNMENT IN JAPAN FOR A PERIOD OF 18 MONTHS TO TWO YEARS WITH LANGUAGE TRAINING CONTINUING ON A PART-TIME BASIS; CANDIDATES SELECTED FOR ADVANCED TRAINING WOULD RETURN TO FSI/WASHINGTON FOR 9 MONTHS, THEN RETURN TO JAPAN FOR THREE MONTHS OF INDIVIDUAL LANGUAGE STUDY AND FIELD PROJECTS KEYED TO THEIR SUBSTANTIVE REASSIGNMENTS TO THE MISSION. THE TASK FORCE HAS NOT BEEN ABLE TO COST-OUT SUCH AN ADVANCED TRAINING PROGRAM BUT BELIEVES IT MIGHT BE LESS THAN THAT FOR FSI/YOKOHAMA ON THE BASIS INDICATED ABOVE.

E. IN ORDER TO DETERMINE THE COMPARATIVE COSTS AND EFFECTIVENESS OF A PROGRAM OF ADVANCED TRAINING ON AN INDIVIDUAL BASIS IN A QUALIFIED JAPANESE PRIVATE INSTITUTION, THE TASK FORCE RECOMMENDS THAT IN CONJUNCTION WITH THE PROGRAM OUTLINED IN RECOMMENDATIONS, ONE OR TWO CAREFULLY SELECTED CANDIDATES EACH YEAR BE GIVEN ADVANCED TRAINING ON THIS BASIS RATHER THAN RETURNING TO FSI/WASHINGTON. SUCH TRAINING COULD BE SUPERVISED AND SUPPLEMENTED BY THE POST'S PART-TIME LANGUAGE PROGRAM.

6. FULL TASK FORCE REPORT BEING POUCHED.
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